REPORT OF THE
MINISTERIAL ADVISORY PANEL
ON
MENTAL RETARDATION SERVICES
IN
PRINCE EDWARD ISLAND

MAY, 1985

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EXECUTIVE SUMMARY

This report presents a Plan of Action for addressing identified issues in the system of services to the mentally retarded in Prince Edward Island.

The Plan of Action has been developed by an Advisory Panel of representatives from community residential services, community vocational service, the P.E.I. Division of the Canadian Association for the Mentally Retarded, the lay public, the Department of Education, the Department of Health and Social Services, the Cabinet Committee on Social Development, and Treasury Board.

The Panel was created by a decision of Executive Council, to report by May 31, 1985 to the Honourable Albert Fogarty, Minister of Health and Social Services.

The following table summarizes the costs and implementation dates required for action in response to specific problems.

PLAN OF ACTION
COST SUMMARY TABLE

Category I - Immediate action	1985-86 (July 1 - March 31) TOTAL	1985-86 (July 1 - March 31) NET	Annualized costs TOTAL	Annualized costs NET*	NOTES
Project PROVE Community Vocational Placements[1]	$ 75,000	$ 37,500	$100,000	$ 50,000	1 - Cost may be deferred to 1987-88 if federal funding approved. Calculations assume no federal funding.
Special Education Staff	146,700	146,700	254,000	254,000	
Tremploy Waiting List	100,500	50,250	134,000	67,000	
Prince County Residential Services	95,300	47,650	127,000	63,500	
Residential Staffing	75,000	37,500	100,000	50,000	
SAW Industries Expansion	18,800	9,400	25,000	12,500	
Vocational Services Co-ordination	30,000	15,000	40,000	20,000	
CARS Waiting List	90,000	67,500	120,000	90,000	
Wages and Benefits	244,600	144,800	244,600	144,800	
CATEGORY I TOTAL COSTS	$875,900	$556,300	$1,144,600	$751,800	

*Provincial share after CAP contribution.

CATEGORY II
Policy Issues - Costs dependent on Government policy decisions.

CATEGORY III - action by April 1, 1986	1986-87 TOTAL	NET	NOTES
Special Education Staff	$268,800	$268,800	
Vocational Education Programs	93,000	93,000	
Mental Retardation Specialists	75,000	37,500	
Sport and Recreation Program	26,000	26,000	
Wages and Benefits Study 2	5,000	2,500	2 one time cost
CATEGORY III TOTAL COSTS	467,800	427,800	

ON GOING COSTS

Category III Costs	467,800	427,800
- One-time cost	5,000	2,500
	462,800	425,300
+ Category I Costs	1,144,600	751,800
	1,607,400	1,177,100

CATEGORY IV - action by April 1, 1987	1987-88 TOTAL	NET	NOTES
Education - building modifications[3]	200,000	200,000	3 one-time expense
Day Care - special needs subsidy expansion	100,000	50,000	
Residential Services - community placements	125,000	62,500	
Mental Retardation Specialist	25,000	12,500	
CATEGORY IV TOTAL COSTS	$450,000	$325,000	

ON-GOING COSTS

Category IV Costs	$450,000	$325,000
- one-time cost	200,000	200,000
	250,000	125,000
+ Category I and III Costs	1,607,400	1,177,100
	$1,857,400	$1,302,100

The recommendations of this Panel will not solve all problems for all time. Changing circumstances in the lives of individual clients and their families will continue to present unanticipated needs.

Therefore in addition to those items with immediate financial implications, the Panel strongly recommends that steps be taken to restore effective relationships between government and community agency Boards-that mechanisms be established and implemented immediately to improve communication, co-ordination, planning capability, accountability, and flexibility within the system, and to enable jointly negotiated responses to issues which will inevitably arise in the future.

Government must make policy decisions on the provision of family support services, the subsidization of sheltered industry, and responsibility for the education program at Sherwood Home. Although the panel considered these to be critical issues, it was not possible to determine cost requirements in the absence of a government policy position.

1. INTRODUCTION

The Ministerial Advisory Panel on Mental Retardation was created in March, 1985, in response to increasing demands that government allocate additional resources to mental retardation programs, and in recognition of growing tensions between community service agencies and government.

Pressure to expand services to the mentally retarded is not a sudden phenomenon. Improved understanding of their capabilities and new training and treatment methods, have been factors in the development of a new social conscience regarding the rights of the disadvantaged. Heightened service demand in Prince Edward Island is part of a trend which has been building for many years in western societies.

Locally, sincere attempts have been made by both government and the community agencies to analyze needs and plan appropriate means of meeting them. But recently, these efforts have been frustrated by the complexity of the growing service system and the continual emergence of new issues, in an economic climate which has necessitated spending restraint.

2. PURPOSE

The Advisory Panel was assigned the following Terms of Reference:

> To review current issues in Prince Edward Island's Mental Retardation Service System.
>
> To analyze the specific nature, and to assess the relative urgency, of each issue.
>
> To present to the Minister of Health and Social Services no later than May 31, 1985, a plan of action (with associated costs) for addressing these issues.

The issues to be considered included the need/demand for community residential placements, community adult vocational placements, special educational services, and family supports and the adequacy of funding to Boards for compensation of employees, in community, residential and vocational service agencies receiving funding from government. As discussions progressed, it became evident that issues related to the on-going relationship between government and the community agencies also needed to be addressed to prevent the re-development of serious problems in the future.

3. PROCESS

Eight meetings of the Panel were held between mid-April and the end of May. At the outset, the following criteria were identified by the members as general guidelines for addressing the issues:

- stabilization of existing system prior to introduction of new services
- balanced development across areas - e.g. - educational/vocational, vocational/residential, urban/rural
- application of "hierarcy of need" in determining priorities
- "phasing-in" of system changes
- recognition of the responsibilities of community Boards; respect for Boards' right to accept/reject recommendations related to their services.

In its examination of specific needs and issues, the Panel updated and used as a point of reference, a summary entitled "Issues in Community Services for the Disabled"; this document had been recently prepared by staff in the Departments of Health and Social Services and Education, and was based on proposals from government funded agencies, departmental budget submissions, and staff awareness of existing and potential areas of critical need. The Panel had access to additional resources, including the CAMR Task Force Report (1980), the final report of the Sherwood Home Working Group (1984), departmental submissions to Treasury Board and Executive Council on various new program initiatives, the Department

of Health and Social Services' Program Directions in Mental Retardation (1984), and preliminary data from the new automated Mental Retardation Information System.

The Panel priorized specific needs into the following categories:

Category I - issue/cost are critical and require immediate action and approved funding by July 1, 1985.

Category II - issue is critical, but the level of funding required is dependent upon further examination and policy decisions. These decisions should be made by October 1, 1985.

Category III - issue is serious, and funding will be required in the next fiscal year.

Category IV - issue is important and planning must begin immediately, but funding (although expected to become a critical need in the future) may be deferred for up to two years.

All costs are calculated on 1984-85 rates.

Projections of cost and urgency for items in Categories III and IV are estimated based on current circumstances. They may be affected by implementation of Category I recommendations, or changing circumstances.

The order of items outlined in each category does not reflect degrees of importance. Each item in each category is as great a need as the other items in the same category.

4. PLAN OF ACTION

4.1 Category I

The Panel recommends that the items outlined in this section be approved immediately and that funds, as indicated, be made available for their implementation by July 1, 1985.

4.1.1 On-going Relationship between Government and Boards.

Recommendations:

- That government and Boards of Community Agencies commit to realistic consultation and negotiation on policy and funding matters.
- That the Residential and Vocational Services Funding Policies approved by government in 1980 be reviewed, revised, and implemented.
- That the practice of regular Program Audits be resumed.
- That residential and vocational service boards form Federations to facilitate communication, co-ordination, appropriate standardization, the provision of less costly employee benefits, and the development of an improved understanding by Board members of their role and responsibilities.
- That government provide more complete and more timely information to Boards about the government budget cycle.

Rationale:

Government and Boards must recognize, trust, and appreciate each other as equal partners in the achievement of common goals if friction and crisis are to be minimized and effective relationships restored.

Cost: No direct cost to government.

4.1.2 Project 'PROVE' - Community Vocational Placements

Recommendation:

That the Provincial government emphasize to the Minister of National Health and Welfare the need for a decision on P.E.I.'s application for a Demonstration grant to implement this project.

Rationale:

The Department of Health and Social Services has been working with Health and Welfare Canada on the development of a proposal for a 3 year Demonstration grant to develop community vocational placements as an alternative to vocational training in sheltered workshops.

If approved, the project would provide vocational training to 18 individuals currently unserved.

If not approved, additional money beyond the amount specified in section 4.1.4 and 4.1.7 will be required. Costs are included, on the assumption that no federal funding will be approved.

Cost:

1985-86	$ 75,000	Net[2] $37,500
1986-87 and on-going	$100,000	Net $50,000

4.1.3 Special Education Staff

Recommendation:

That the Department of Education be allocated funds for 5.5 additional full-time equivalent Special Education teachers and 8.1 additional full-time equivalent teacher aides for the provision of education services to severely handicapped children across the Province.

Rationale:

Severely handicapped children require a very high degree of special support if they are to benefit from a school program. This level of service cannot be provided with existing staff.

Cost:

1985-86	$146,700
1986-87 and on-going	$254,000

[2]Provincial share after CAP contribution.

4.1.4 Tremploy Waiting List

Recommendation:

That Tremploy, Inc. be provided funds for expansion to accommodate additional adults from Queen's County who need vocational training.

Rationale:

These funds will allow entry of 16 applicants. They comprise fewer than half the number of people on the Tremploy Waiting List. They are considered to be the cases in most severe need.

Cost:

1985-86	$100,500	Net $50,250
1986-87 and on-going	$134,000	Net $67,000

4.1.5 Prince County Residential Services (Western Residential Services Co-Op

Recommendation:

That funds be made available for the establishment of a residential service in Tignish for mentally retarded adults.

Rationale:

This service has been proposed as a new initiative by the Department of Health and Social Services each year for the past four years.

Potential clients from the area have been identified and are in need of service. There is no residential service west of Summerside, and only one group home in Summerside serving 6 mildly/moderately retarded adults.

Cost:

1985-86	$ 95,300	Net $47,650
1986-87 and on-going	$127,000	Net $63,500

4.1.6 Residential Staffing

Recommendation:

That each of the 5 "residential" group homes in the Province receive additional funds to enable the hiring of one additional full-time equivalent Mental Retardation Worker.

Rationale:

To introduce some staffing flexibility to "residential" group homes where the present ratio is 1:6. Under this ratio, it is not possible for staff to perform the requirements of the job.

Cost:

1985-86	$ 75,000	Net	$37,500
1986-87 and on-going	$100,000	Net	$50,000

4.1.7 SAW Industries Service Expansion

Recommendation:

That SAW Industries be provided funds to hire one additional supervisor.

Rationale:

This position will allow SAW Industries to admit six applicants from the waiting list.

Cost:

1985-86	$18,800	Net	$ 9,400
1986-87 and on-going	$25,000	Net	$12,500

4.1.8 Vocational Services Co-ordination

Recommendation:

That the position of Vocational Services Co-ordinator in the Department of Health and Social Services be filled.

Rationale:

This is an approved position in the Department of Health and Social Services, but has been unbudgeted since 1980/81, when the incumbent was assigned to a different program.

The role of the Vocational Services Co-ordinator is necessary to provide an effective liaison between government and the vocational service agencies.

Cost:

1985-86	$30,000	Net $15,000
1986-87 and on-going	$40,000	Net $20,000

4.1.9 "CARS" Waiting List

Recommendation:

That additional funds be provided to the Department of Health and Social Services (currently responsible for residential services formerly operated by the Community Association for Residential Services) to accommodate 6 more clients.

Rationale:

Of the 16 individuals wait-listed for residential service from CARS, 6 are considered to be in urgent need.

Cost:

1985-86	$ 90,000	Net $67,500
1986-87 and on-going	$120,000	Net $90,000

4.1.10 Wages and Benefits

Recommendation:

That additional funds be allocated to the salary component of budgets for community residential and vocational services, to enable Boards to offer employees an equitable compensation package. This adjustment should be implemented retroactive to April 1, 1985.

Rationale:

There is considerable variation in the classification of, and salaries/benefits provided to staff in each community residential and vocational services, in spite of the similarities in work performed.

Cost:

1985-86	$244,600	Net $144,800
1986-87 and on-going	$244,600	Net $144,800

COST SUMMARY - CATEGORY I

		1985 - 86 (July 1 - March 31)		Annualized/ on-going	
		TOTAL	NET	TOTAL	NET
4.1.1.	On-going Relationship	-	-	-	-
4.1.2	Community Vocational Placements	75,000	37,500	100,000	50,000
4.1.3	Special Education Staff	146,700	146,700	254,000	254,000
4.1.4	Tremploy Waiting List	100,500	50,250	134,000	67,000
4.1.5	Prince County Residential Services	95,300	47,650	127,000	63,500
4.1.6	Residential Staffing	75,000	37,500	100,000	50,000
4.1.7	SAW Industries Expansion	18,800	9,400	25,000	12,500
4.1.8	Vocational Services Co-ordination	30,000	15,000	40,000	20,000
4.1.9	CARS Waiting List	90,000	67,500	120,000	90,000
4.1.10	Wages and Benefits	244,600	144,800	244,600	144,800
Total - Category I		$875,900	$556,300	$1,144,600	$751,800

4.2 CATEGORY II

Government policy decisions are required before costs can be calculated for the following items. The Panel recommends that these decisions be made by October 1, 1985.

4.2.1 Family Support

The issue of Family Support Programs requires careful examination of needs, options, and implications. The Advisory Panel was not constituted to answer the kinds of questions which must be answered in order to determine funding needs - for example -

- should a Family Support Program consist of a financial allowance, or services, or a combination of both? What size allowance? For what purposes? What services?
- should access be universal or means-tested?
- should a Family Support Program be for the mentally retarded only? What about the physically disabled? What about families with members suffering from chronic diseases?

Although no specific program proposal is presented here, it is noted that the Advisory Panel strongly supports the principle of providing assistance/service (particularly respite care) to relieve pressure and/or defray costs for families who choose to raise their handicapped children at home.

Recommendation:

That government assess existing proposals regarding the provision of family support, and make the necessary policy and administrative decisions no later than October 1, 1985 to enable the inclusion of funds in the 1986-87 budget estimates.

Rationale:

A program of family support for the mentally retarded and their families was recommended, and the components outlined in the 1980 CAMR Task Force Report. The Quality of Life Committee emphasized the need for such a program in 1984.

A program proposal was developed by the Department of Health and Social Services in 1984. The Sherwood Home Working Group Report summarized the service and cost requirements of a program.

Government has not issued a decision on any of these recommendations.

4.2.2. Sherwood Home - Resolution of Responsibility for Education Program.

Recommendation::

That government resolve the jurisdictional question of responsibility for provision of education services to children who live at Sherwood Home.

Rationale:

At present, the Department of Health and Social Services is responsible for the administration of Sherwood Home, (including its educational programs). However, the Department of Education already serves some of the Sherwood Home children, who attend special education classes in schools. The Department of Health and Social Services, citing the School Act (Section 47(1) "The Minister shall provide free school privileges ... for every child from six to twenty years inclusive ...") has suggested that the Department of Education should assume responsibility for delivery of education programs to all school-aged children in Sherwood Home. The advantages and disadvantages of transferring this responsibility have been examined at the Departmental level, and some cost implications were included in the report of the Sherwood Home Working Group. A specific proposal has been referred to Treasury Board, but no action has been taken.

4.2.3 Subsidization of Sheltered Employment

Recommendation:

That government examine the factors related to the provision of subsidies to "sheltered industry" (organizations staffed with mentally retarded employees) by October 1, 1985 and make a policy decision to fund, or not fund, these types of enterprises.

Rationale:

Sheltered employment is a logical adjunct to vocational training, offering productive employment to those who have progressed to the point where they should exit from the sheltered workshop.

The availability of sheltered employment not only increases options for workshop "graduates", but also vacates workshop training space to new trainees.

Government has, on a few isolated occasions, provided subsidies to sheltered industries, but has clearly indicated that these occasions were not to be considered precedents.

The Department of Health and Social Services has not had a mandate to fund sheltered industry, ostensibly because such funding is not cost-shareable.

One request for wage subsidization ($23,000 for 5 workers at P.C. Industries, an affiliate of SAW Industries) is now before the Department of Health and Social Services.

4.3 Category III

The Panel recommends that funds, as indicated, be approved in government's 1986-87 budget for the following items.

4.3.1 Special Education Staff

Recommendation:

That the Department of Education be allocated funds to enable the addition of 8.5 full-time equivalent Special Education Teachers to the school system.

Rationale:

This increase in teaching positions is required to meet the needs of mentally handicapped children in the school system.

These positions were requested by the School Boards in 1985-86 budgets.

Cost:

On-going costs $268,800

4.3.2 Vocational Education Programs

Recommendation:

That funding for vocational programs for 16-21 year olds in the school system be increased.

Rationale:

Teen-aged and young adult mentally retarded students need concentrated life skill and vocational training to prepare them for entry into adult vocational training programs, sheltered employment, or the regular work force.

Cost:

On-going	$93,000

4.3.3 Mental Retardation Specialists

Recommendation:

That two additional Mental Retardation Specialist positions be created.

Rationale:

The services provided by Mental Retardation Specialists (early intervention, counselling, case management) are recognized as critical elements in the development and well-being of the mentally retarded and their families. This is explained in the CAMR Task Force Report and reinforced in the Report of the Sherwood Home Working Group.

These additional positions are needed to expand service in Queen's County and to extend service to Eastern Kings County.

Cost:

1986-87 and on-going	$75,000	Net $37,500

4.3.4 Sport and Recreation Program

Recommendation:

That government increase its grant to the P.E.I. Recreation and Sport Association for the Disabled to enable the continuation of programs for the mentally retarded.

Rationale:

The P.E.I. Recreation and Sport Association for the Disabled has provided sport and recreation programs for the mentally retarded since 1981. Funds have been provided through various federal, municipal, and charitable channels. These sources have provided short-term, ad hoc funding for the salary and expenses of one full-time program co-ordinator. All such sources of funding have been exhausted.

A request for Provincial funds for this program was submitted in 1984/85 as a new initiative by the Department of Community and Cultural Affairs.

The Province currently provides funds for sport and recreation programs for the general population and for the physically disabled.

Cost:

1986-87 and on going	$26,000	Net $26,000

4.3.5 Wages and Benefits Study

Recommendations:

That a qualified Personnel Specialist with experience in Job Analysis be hired to conduct a comprehensive review of employment conditions, requirements, and compensation in community residential and vocational services.

That the study be conducted for both government and Boards, and that these "partner clients" negotiate decisions such as the choice of consultant, the specific terms of reference, and responsibility for payment of contract fees.

That the study be undertaken immediately so that the results will be available in time for any recommended cost adjustments to be incorporated into 1986-87 budgets.

Rationale:

The recommendation presented in Section 4.1.10 of this report is intended to quickly correct evident inequities within the system.

A further, more comprehensive review is needed to rationalize job classifications and compensation.

Cost:

The cost of conducting the study will be minimal (not to exceed $5,000) and will depend on the choice of consultant, and the parameters of the task. Costs would be "one-time-only", and would be shareable under the Canada Assistance Plan.

COST SUMMARY - CATEGORY III

		1986-87/ on-going	NET
4.3.1	Special Education Staff	268,800	268,800
4.3.2	Vocational Education Programs	93,000	93,000
4.3.3.	Mental Retardation Specialists	75,000	37,500
4.4.4.	Sport and Recreation Program	26,000	26,000
4.3.5	Wages and Benefits Study (one-time-cost)	5,000	2,500
	Total - Category III	467,800	427,800
	less: one-time-only cost	5,000	2,500
	on-going cost - Category III	462,800	425,300

4.4 Category IV

The Panel recommends that government plan for the inclusion of costs associated with the following items in the 1987-88 budget.

4.4.1 Education - Building Modifications

Recommendation:

That funds be appropriated to the Department of Education for structural modifications to schools.

Rationale:

As more severely disabled children are integrated into the regular school system, school buildings must be adapted to facilitate access.

Cost:

1987-88 one time only	$200,000

4.4.2 Day Care - Special Needs Subsidy Expansion

Recommendation:

That the Day Care budget in the Department of Health and Social Services be increased to accommodate growth in demand for subsidization of Day Care fees for children with special needs.

Rationale:

Integration of handicapped children into Day Care programs enhances the children's development. It also provides some respite for parents of severely handicapped children. However special programs and higher staff to child ratios must be applied to accommodate these children. These result in higher than average fees.

Cost:

1987-88 and on-going	$100,000	Net $50,000

4.4.3. Residential Services Expansion

Recommendation:

That Residential Service Boards be encouraged and funded to develop a more complete range of community residential options targeted to individuals' specific needs. (e.g. supervised apartments, foster-family placements)

Rationale:

Community placements add flexibility to the residential service system. However, they require backup from professionally staffed residences to be effective. Agencies cannot develop new service options at present staff levels.

Cost:

1987-88 and on-going	$125,000	Net $62,500

4.4.4 Mental Retardation Specialist

Recommendation:

That one additional position be created for a Mental Retardation Specialist.

Rationale:

This position would bring to 7 the number of Mental Retardation Specialists across the Province. The position is needed to meet projected demand for specialists' services.

Cost:

1987-88 and on-going	$25,000	Net $12,500

COST SUMMARY - CATEGORY IV

		1987-88/on-going TOTAL	NET
4.4.1	Education - Building Modifications	$200,000	$200,000
4.4.2	Day Care - Special Needs Subsidy Expansion	100,000	50,000
4.4.3	Residential Services Expansion	125,000	62,500
4.4.4	Mental Retardation Specialist	25,000	12,500
Total - Category IV		$450,000	$325,000
Less: one-time cost		200,000	200,000
On-going cost - Category IV		$250,000	$125,000

5. CONCLUSION

Mental Retardation service issues are complicated. In recent years, they have been under almost continuous study by a variety of Task Forces, Working Groups,and Committees. It is time for the product of study to be translated into action.

Although it will be government which will bear the financial responsibility for this action, government is by no means solely responsible for improving system effectiveness. This responsibility must be shared by the agency Boards. Government and Boards will have to work together to clarify their respective roles and responsibilities. Once defined, these roles and responsibilities must be understood and carried out in a climate of mutual respect and reinforcement. Without this, the partnership will surely dissolve.

The Panel acknowledges the significant cost of the action recommended in this report, but believes the cost of delay - in both financial and social terms-is equally formidable.

Therefore, the Advisory Panel strongly recommends that the preceding Plan of Action be implemented.

APPENDIX: List of Members

COMMUNITY RESIDENTIAL SERVICES

Beverley Boates O'Leary	Prince County Vice-President, CAMR
Kevin Costello Charlottetown	Former Board Member, CARS

COMMUNITY VOCATIONAL SERVICES

Joan Baird Charlottetown	President, Tremploy, Inc.
Elmer Williams Summerside	President, SAW Industries

CANADIAN ASSOCIATION FOR THE MENTALLY RETARDED

David Holmes Souris	President, P.E.I. Division

LAY PUBLIC

Richard Duffy Charlottetown	Businessman

DEPARTMENT OF EDUCATION

Tom Rich	Director, Education Services

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

Steve McQuaid	Director, Field Services

TREASURY BOARD

Wayne McMillan	Director, Employee Relations

CHAIRPERSON	SECRETARY
Lynn Ellsworth Cabinet Committee on Social Development	Bruce Wallace Co-ordinator, Services to the Mentally Retarded, Department of Health and Social Services